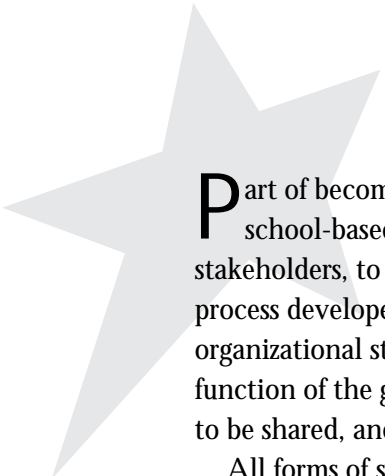


# Roles and Responsibilities in School-Based Decision Making



Part of becoming a Challenge School District entails adopting a school-based decision-making process, one that involves all stakeholders, to improve teaching and learning. The Challenge process developed by each participating district will specify the organizational structure for school-based groups, the role and function of the groups, the training to be provided, the information to be shared, and the means to evaluate progress.

All forms of site-based management fit within a governance structure defined by law, regulation, and policy. The section that follows describes the roles and responsibilities of the groups whose policies affect site-based, shared decision making in public schools.

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## School District Governing Boards

Every California school district is governed by an elected board of trustees, whose chief responsibilities are to adopt policies to govern its schools and to employ and hold accountable the district staff. The board of trustees enacts the policies under which site-based groups must function.

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## **District Superintendent, Administrators, and School Principals**

The authority to manage school personnel, programs, and property is generally assigned through a school district governing board policy. Most often, authority is centered in a district superintendent who leads a management team of district and school administrators, each responsible for certain functions. When school-based groups are delegated decision-making authority, they may become a part of the district's formal management structure, ensuring accountability to the school district board of trustees and to the public.

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## **School-Site Groups**

Under rules adopted by the school district board of trustees, responsibility for certain decisions regarding school programs may be delegated to school-site groups. Board policies generally specify the role and function of such groups, the means for electing or appointing members, and the basic charge or mission of the group.

Commonly, the focus of site-based groups will relate to improving one or more of the following:

- Standards, assessment, and accountability
- Teaching and learning
- Professional development
- Linkages among schools, parents, and communities
- Governance and budget

The decisions of school-based groups should be incorporated into the school plan and included in the minutes of the group's meetings. Any decision that materially affects the school and its programs must be formally adopted and documented. If more than one school-based group is working on improvement strategies, all such efforts should culminate in one coherent, comprehensive school plan that represents all interests.

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## Legal Authority for Site-Based Decision Making

Although broad discretion is given to school district boards of trustees, several state laws contain specific provisions that enable school-based decision making. The list includes:

- School-Based Management and Advanced Career Opportunities for Classroom Teachers Programs (*Education Code* sections 44666–44669). See also *Education Code* Section 52049.1, which allows School Improvement grants to be expended for Site-Based Management Programs.
- School-Based Program Coordination Act (*Education Code* sections 52800–52888)
- Evaluation and Sunsetting of Programs (*Education Code* Section 62002.5)

These *Education Code* sections appear in Appendix E of this publication.

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## Groups Empowered to Develop School-Level Improvements

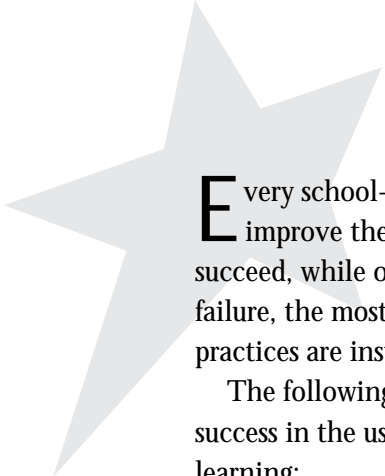
A variety of legal means exist for establishing school governance bodies. The most commonly used authority is provided by the School-Based Program Coordination Act (SBPC). Most California schools participate in this program, particularly because it provides for the use of up to eight days of the regular school year for advising students or conducting staff development programs. School-site councils elected under SBPC have the authority to develop school plans that implement all provisions described in the Challenge Initiative and to submit such plans to the school district board of trustees for approval. A summary of the most common means for establishing school governance bodies follows:

### **1. School-based groups appointed by the board of trustees.**

The board may appoint a group to participate in developing policy affecting the operation of a school or its programs. Such a group may be asked to study specific issues or needs and to recommend corrective policies to the superintendent or board.

- 2. School-based groups formed by a senior school district official.** Site-level groups may be formed by a senior school district official to develop proposals for consideration by the superintendent or school district governing board. In such cases a specific charge or mission is usually given to the group.
- 3. School-based groups formed by a school principal.** Following the guidelines of district policies, a principal may form a group to aid in planning, implementing, and evaluating school activities. An example of such a group common to schools is the school leadership team, the function of which is to extend participatory decision making in matters under the authority of the school principal.
- 4. Elected school advisory groups.** Many schools elect groups to advise the school on the needs of special school populations, such as gifted students or second-language learners. District policies may be enacted to empower such a group to make choices or decisions on specific issues.
- 5. Elected school-site councils.** School-Based Coordinated Programs (SBCP) and School Improvement Programs (SIP) require that a school-site council (SSC) be elected to develop a school plan that includes curricula, methodology, materials, staff development programs, and evaluation methods to improve the educational program of the school. School-site councils are constituted to achieve parity between the school staff and parents (including community members and students in secondary schools). Existing school advisory committees, staff committees, and other representative groups provide recommendations to the SSC during the planning process.

# Strategies for Successful School-Based Decision Making



**E**very school-level decision-making group generally seeks to improve the school's educational program. Some groups succeed, while others fail. Although there are many causes of failure, the most common ones can often be avoided. When proven practices are instituted, fewer failures occur.

The following suggested practices can help a school achieve success in the use of shared decision making to improve student learning:

## **Represent all interests.**

Although school-based groups usually represent a broad range of the school community, the low representation of some stakeholders may go unnoticed. Efforts to bring about change need the active support of all constituent groups. An unrepresented group may be unwilling or unable to support the vision, the method, or the means of implementing even the most promising improvements.

## **Establish a clear vision.**

Few people want to devote their time and talents to a goal they do not fully understand or trust. The school community must share a clear vision of program improvement in order to cooperatively create and sustain beneficial change.

**Develop and follow a detailed work plan.**

Detailed planning will provide a team with a strong advantage. Like a blueprint for a new school building, a detailed work plan will guide the separate actions of the team members toward developing an articulated end product. When such a plan has the approval of the staff, parents, management, and the board of trustees, the team has a clear mandate for change. Without an approved, detailed plan, the team's intentions and actions may be questioned on every issue.

**Confirm participants' roles.**

The success of leadership groups often depends on the differing skills, contacts, and experiences of the members. By carefully confirming and supporting each participant's role and responsibilities, each member will help maximize the group's power and influence. Each member should be viewed as a potential contributor to the success of the group. What is asked of group members must be appropriate, reasonable, and essential to the success of the change effort.

**Meet and confer.**

The school-based group should meet at frequent, planned intervals. Sufficient time should be scheduled for conferring with members, partners, committees, and consultants to provide support and encouragement. Members should make an effort to maximize everyone's contributions and to ensure the success of the mission.

**Monitor the change process.**

The school plan should specify the points at which progress and products will be monitored. The credibility of the school's vision and goals can be validated if planned events are monitored and confirmed. If the plan contains nothing that requires monitoring, the relevance of planned improvements may be in doubt.

**Adopt a research methodology.**

Legitimate efforts at educational improvement deserve the benefit of professional research methods. The more expected from the reform effort, the more essential is the need for the proven methods of observation, data collection, and assessment. If the school leadership group lacks sufficient expertise, the members should request assistance through the school district or county office of education.

Research efforts should begin with a review of the methods and results of recent program evaluations, such as those of the California Department of Education's Program Quality Review. The leadership group will thereby gain a historical perspective and may find insights into the school's climate for change. Next, the group should select sampling methods and rubrics for judging student work and making classroom observations. Third, the group should decide what data to collect. Finally, the members should describe in the plan the methods for analyzing student learning and for testing findings and conclusions of the baseline and future assessments.

### **Bring the collection and analysis of data under control.**

Pooled knowledge is the most effective means of ensuring the support of the school community for recommended improvements. The methods of observation, data collection, and analysis must be understood and used throughout the change effort. If not, the analysis of student work and performance data may not result in a clear consensus for improvement and change.

### **Identify specific practices that affect the quality of student learning.**

As data on current student performance are gathered and studied, some leadership group members may experience discomfort in the analysis of specific teaching practices. Training in method analysis can prepare participants for this difficulty. The group must stress the need for assessing the benefits and problems of certain instructional methods as a necessary condition of improving instruction.

### **Look for root causes.**

Persistent problems in student learning are sometimes rooted in accepted educational practices. The solution of such problems may require changes that some practitioners consider unwelcome. Therefore, group members should look for causes instead of culprits. Someone whose professional dignity and standing are diminished by change may become a tireless opponent. However, if changes adopted by the school are widely viewed as positive and necessary, support will manifest itself from the school community.

### **Report change events regularly.**

Lack of information is a frequent cause of flagging interest. Information should be regularly provided to refresh the enthusiasm of the group members. Several practical means for keeping everyone informed are needed. A group should not depend on informal communications alone to convey information. All stakeholders must be brought along each step of the way if they are to provide support at the finish. So each completed task should be celebrated, and those who contribute need to be frequently rewarded. Group members should capitalize on every opportunity to recognize the effort and support that people bring to the change process.

### **Display the results.**

Graphic displays can help a school's leadership group discover and convey new information. Using cause-and-effect diagrams can reduce the confusion often associated with discussions of theory and practice, and graphs and other visuals can help people make comparisons. Charts help to organize and display complex information and help to show which new practices are effective. Powerful visuals should be used to depict a group's goals and the progress made.

All Challenge Districts will prepare an annual "Report to Stakeholders" on the implementation and effectiveness of their school-based decision-making process. A copy of the report will be made available to the California Department of Education as a part of an annual review of statewide Challenge reform efforts.

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## **Conclusion**

School-site decision-making groups are engaged in one of the most important educational challenges of all—improving the learning of students in public schools. Time spent involving stakeholders, developing a thorough plan of action, identifying specific practices that affect student learning, and monitoring results will greatly improve the chances of success and help eliminate the common causes of failure.



## Appendix A

# The Who, What, and Why of Site-Based Management

by Jane L. David

**For all its guises, site-based management is basically an attempt to transform schools into communities where the appropriate people participate constructively in major decisions that affect them.**

Site-based management may be the most significant reform of the decade—a potential force for empowering educators and communities. Yet no two people agree on what it is, how to do it, or even why to do it. Kentucky requires virtually every school to have a site-based council with three teachers, two parents, and the principal and endows councils with considerable fiscal and policy authority. Maryland and Texas require schools to have school-based decision-making teams but, in contrast to Kentucky, do not specify their composition or legally transfer authority from the district to the school.

In Chicago, state law places significant authority in the hands of local school councils and defines their makeup: six parents, two community representatives, two teachers, and the principal. In Cincinnati, reorganization and downsizing of the central office have shifted considerable responsibility, but no additional legal authority, to school principals.

Colorado governor Roy Romer initiated site-based management in Denver as part of stalled contract negotiations between the school district and the teachers' association and required a business representative on each council. In Memphis, site-based management never got beyond a small pilot phase. In Dade County, Florida, the pilot was expanded but in a much weaker form.

These are only a few examples. According to Ogawa and White (1994), one-third of all school districts had some version of site-based management between 1986 and 1990. Since 1990 at least five states have jumped on the bandwagon. During the same time, more than 20 states have passed legislation to create charter schools—individual schools that are de facto site-based managed, even though they do not carry that title. All this activity excludes individual schools that have instituted reforms but have not been delegated authority by their district or state, although some of these may be excellent models of democratic decision making (see, for example, Apple and Beane 1995, Wohlstetter and Smyer 1994).

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## What Is It?

So what is site-based management? It has almost as many variants as there are places claiming to be “site-based.” And they differ on every important dimension—who initiates it, who is involved, what they control, and whether they are accountable to an outside authority. Site-based management may be instituted by state law or by administrative action, by a district, or by a school. It may be linked to an accountability system with consequences tied to student performance, or it may not be.

Most variants of site-based management involve some sort of representative decision-making council at the school, which may share authority with the principal or be merely advisory. Some councils have the power to hire principals, some hire and fire, some do neither. Some can hire other personnel when there are vacancies. Some councils specify that the principal be the chair; others specify that the principal not be the chair.

The composition of site councils also varies tremendously. In addition to teachers, parents, and the principal, they may include classified staff, community members, students, and business representatives. Educators may outnumber noneducators or vice versa. States or districts may list constituencies who must be represented or simply leave it to individual schools. Chicago and Kentucky are exceptions in specifying exact membership of the site council—who and how many of each type of constituent.

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## Why Do It?

Reasons for initiating site-based management run the gamut, yet virtually all are cloaked in the language of increasing student achievement. To some, site-based management is a governance reform designed to shift the balance of authority among schools, districts, and the state. This tends to be the rationale behind state efforts rather than district reforms, and it is often part of a larger reform agenda that claims to trade school autonomy for accountability to the state.

To others, site-based management is a political reform initiated to broaden the decision-making base, either within the school, the larger community, or both. But democratization of decision making as an end in itself leaves open the question of who should be involved in which decisions.

Site-based management may also be an administrative reform to make management more efficient by decentralizing and deregulating it. Here, too, management efficiency presumably serves the ultimate goal of the organization—student learning. Yet another premise of site-based management as educational reform is that the way to enhance student learning is to let education professionals make the important professional decisions.

Further complicating the landscape, there are often underlying motives. Stated purposes may obscure far less lofty aims, such as weakening entrenched and distrusted local school boards, creating the illusion of reform without investing additional resources, putting a positive spin on central office downsizing by calling it decentralization, or simply trying to shift the blame for failure to the school itself.

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## Linking Decentralization and Achievement

Although site-based management appears in many guises, at its core is the idea of participatory decision making at the school site. Despite all the variations in rationale, its main stated objective is to enhance student achievement. Participatory decision making and school improvement are presumed to be related, but that is not always the case.

Consider what happens when any group is formed by bringing together people who have never worked as a group, who may have

no experience in collaborative decision making, and who may in fact have a history of being adversaries (parents and teachers, for example). To make matters worse, some members may be subject to evaluation by other members (teachers by the principal, most obviously). Why would such a group be expected to improve student learning?

Indeed, groups like these that do function well tend to spend most of their time on issues of discipline, facilities, and extracurricular activities.

They limit themselves to these issues for good reason—these are the issues that people are passionate about and have some idea how to tackle. Moreover, these are concerns that parents and teachers share (David 1994).

Curriculum and instruction are much more difficult to deal with, for educators and noneducators alike. And these issues are even more difficult to tackle when states or districts mandate new assessments that require teaching methods that are unfamiliar to many parents and teachers. When there are serious consequences for unsatisfactory student performance—especially teacher or principal dismissal—but a lack of knowledge about how to improve student performance, trust and constructive dialogue are further undermined.

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## Who Decides What?

For site-based decisions to be sound, attention must be paid to who decides what. Sound decisions are made by those who are informed about and care about the issues and who know the context in which the decision will be carried out. Otherwise, there is no guarantee that these decisions will be any better than those made by policymakers many steps removed. In fact, school-based decisions could be made by only one person, and that person could be uninformed and insensitive to the context.

Participatory management does not mean that everyone decides everything. Some decisions are best left to the professionals in the school, some to parents, and others to students. Some decisions are appropriately made by representatives of several constituencies, others by a formal schoolwide body. Nor does site-based management mean that all decisions are appropriately made at the school level. Schools belong to larger systems (districts and states) that

must provide a strong center if decentralization is to create something other than anarchy (Murphy 1989).

Schools are unlikely to improve unless community members—and particularly parents—participate meaningfully. And in secondary schools, students should be involved as well. Schools are also unlikely to improve unless teachers—the main implementers—shape the direction of change. In general, those who have the strongest personal stake in and the most immediate connection to the school are the ones who should tackle the issues. The challenge is to maximize the likelihood that decisions will be appropriately participatory, informed, and sensitive to the context.

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## Internal Elements

Site councils that truly flourish in the school community tend to have a number of characteristics in common, most notably the following:

- *A well-thought-out committee structure.* In a well-structured system of council committees, there is a good matchup between the types of decisions to be made and the most appropriate people to debate and resolve those issues. Some committees may be standing, others ad hoc. Some may be composed of teachers, and so defined by naturally existing groups like teams, departments, and grade levels. Some may consist only of parents; others may be representative of all constituencies. Whether the relationship between the committees and the site council is formal (approval) or informal (advisory), the committee structure with overlapping memberships provides a communication network that is critical to an effective council.
- *Enabling leadership.* Strong councils are usually led, though not always chaired, by strong principals (and sometimes teachers) who exercise leadership by mobilizing others. They encourage all parties to participate. And they model inquiry and reflection. Such leaders create schoolwide ownership of the improvement agenda so that principal turnover or a change in council membership does not bring efforts to a halt.
- *Focus on student learning.* Not all issues have a direct influence on student learning, but strong councils consciously connect noninstructional decisions with conditions that maximize

learning opportunities. For example, a decision to invest in classroom telephones to facilitate communication between teachers and parents will also affect students. By linking all issues to teaching and learning, council members do not lose sight of the ultimate goal.

- *Focus on adult learning.* There are two points here. First, council members need new skills, assistance, and practice in asking hard questions and gathering evidence about what is and is not working. Second, councils need to appreciate that their constituencies—parents and educators—require access to new knowledge and skills, both to be active decision makers and to change their teaching and learning practices and beliefs.
- *Schoolwide perspective.* Functioning councils focus on the collective interests of the parties, devoting their energy to school goals and direction, coordination and communication, and allocation of resources and equity. They do not get caught up in details of management or curriculum, and they do not get waylaid by individual agendas. Naturally, most parents will be thinking about their own children's needs; and most teachers will be thinking about their own classrooms, and so they might be defensive. Moreover, everyone may lack confidence in a new process that carries considerable responsibility.

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## External Elements

Not many schools are able to create on their own the conditions I have described, particularly when strong enabling leadership is absent. To learn how to do it, most schools require support from their district or state agencies, including the following:

- *Long-term commitment.* Councils cannot evolve into effective decision-making bodies at the school site if the pendulum swings from one extreme to the other every two or three years. Site-based management cannot be the reform *du jour* that changes authority and flexibility when the superintendent changes. Sustained commitment is essential. The process is hard work and takes time.
- *Curricular guidance.* Schools need a substantive framework within which to make appropriate choices. Whether that

guidance is best communicated in the form of learning goals and standards, curriculum or content guides, or assessments is an open question—as is the way in which choices about such guidance are made. The goal of site-based management is not to let a thousand flowers bloom nor to force every school to reinvent itself from scratch.

In addition, everyone from classroom teachers to other members of committees who diagnose problems must have opportunities to learn new ways of operating, including mediating techniques. School councils must reflect the existing culture. For most schools, if real improvement is to occur, individual beliefs and, ultimately, the school culture will need to change.

- *Opportunities for learning and assistance.* Districts can provide resources for the kinds of learning opportunities that adults in schools need to change classroom practices and to function effectively as council and committee members. School councils will necessarily reflect the existing culture. Most councils, but especially those with local conflicts and limited experience in collaborative problem solving, will need assistance and access to facilitation and mediation. For most schools, if site-based management is to lead to improvement, individual beliefs and, ultimately, the culture of the school site will need to change.
- *Access to information.* Schools must have easy access to the information needed to make decisions, including everything from budget to performance data. A decentralized system can function well only when each unit knows how it is doing. Although schools can gather certain data from students, teachers, and the community, they cannot be expected to have data collection and analysis capability that a larger organization can support. Moreover, because the system has its own needs for information, the flow must go in both directions.

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## Open Questions

Making fundamental changes in systems as complex as state and local school systems raises a number of questions for which there are no pat answers. The solutions simply have to be worked out by

those involved. Among these difficult issues are questions of equity, adult learning, decision making, and changing conceptions of teaching and of community. In particular:

- What policies and supports will ensure that site-based management does not exacerbate resource differences among schools? Schools in poorer neighborhoods tend to have fewer resources and less-educated populations. They are at risk of being further disadvantaged under a decentralized system.
- How can site-based management create a sense of community in schools that draw from a large geographic area, as do most secondary schools, and in schools in districts with desegregation plans, choice, open enrollment, or magnet schools? Parents and staff at such schools may not have access to transportation or time to participate in school decision making.
- New ideas for teacher professional development are emerging, but where are the opportunities for principals, central office staff, and parents to learn new roles and ways to assist site councils?
- How should teachers' jobs be redefined to allow time for collaborative decision making and ongoing professional development? Both teachers and the public believe that teachers should devote their time to students, and teachers are finding classroom demands take increasing time and energy.
- How can site-based management be structured to balance school autonomy and flexibility with certain centralized operations that require consistency, coordination, and legal constraints? For example, collective bargaining, transportation, and government regulations may all affect class size, schedules, services, and how facilities are used.
- What is the best public education analogue to private sector work teams, and where do parents and community members fit in? . . .
- Should schools have mandates that require them to involve parents and the community in decisions? What is the likelihood that without such mandates, parents and community members would continue to have little voice in some local schools?



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## Risks and Benefits

In theory, the benefits of site-based management overwhelm the costs: the goals of education reform are unlikely to be met in any other way. As public support for public education in general, and reform in particular, dwindles, community members' engagement in their local schools offers the most promise for rebuilding support.

Without a school and community culture that supports ongoing learning, student achievement is unlikely to improve. The challenge is to open avenues for informed conversation and for becoming informed. Ultimate accountability rests on the ability of individuals to influence what is not working (Wiggins 1993). That is certainly far preferable to a state takeover or school closure.

Although the ultimate goal of participatory site-based management is to improve schools in order to improve student performance, the intermediate goals are desired ends in themselves. Involving teachers in decisions about their work must be valued in its own right, as must giving parents and other community members more involvement in their schools.

One risk is that the public will judge site-based management prematurely on the ultimate goals, derailing sound practices whose success is not yet reflected in test scores. When there is more than one desired end and the means to those ends are not clear, it is difficult to assess progress along the way. Therefore, it is critically important to devise new ways of measuring progress for such an undertaking (Bryk et al. 1994).

Another risk, however, is that participants will not judge site-based management in terms of any of its goals—intermediate or ultimate—but simply allow the process to absorb time and energy to no good purpose. Unfortunately, in practice, the potential of site-based management is rarely realized. The process can even have deleterious effects, exhausting limited energy and goodwill in futile exercises. Only with visible progress and results will folks willingly put in the hard work.

The key is to identify and exploit ways to ensure that decisions will be appropriately participatory, informed, and context-sensitive, thereby increasing the likelihood that they will lead to better school practices and stronger instruction. Ultimately, it will be the people who carry out site-based management who determine what it is—and can become. Their success or failure will also help others

decide whether it is worthwhile in terms of the human costs it exacts.

Finally, the goal of transforming schools into communities where everyone has a voice goes beyond issues of school reform to the heart of our democratic society. The creation of models of collaboration and participatory decision making for students to witness and become involved in, not only in classrooms but also in their community, ultimately benefits not just the school community but our entire society.

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## Appendix B

# Resources for Staff Development

Resources for staff development provided in this appendix are “Effective Staff Development Programs for Site-Based Decision Making”; “Assistance from California Organizations,” which includes a chart showing “County Office of Education Service Regions”; and “Assistance from the California Department of Education.”

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### Effective Staff Development Programs for Site-Based Decision Making

To be effective, staff development programs for implementing school-site decision making must ensure the following:

- Staff development activities are based on a thorough staff and community needs assessment process.
- Staff development is provided for the people implementing site-based decision making.
- Long-term, ongoing staff development is provided, as opposed to a one-day workshop.
- On-site periodic coaching support provides feedback.
- Sufficient time is provided during staff development programs to build a knowledge base, practice and receive feedback, reflect on what participants have learned, and plan for adjustments during ongoing implementation.
- Staff development activities and processes are evaluated for effectiveness in implementing site-based decision making.

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## **Assistance from California Organizations**

The following California organizations provide assistance to those planning staff development programs for school-site decision making:

### **California Teachers' Association**

The California Teachers' Association (CTA) offers a variety of training modules which can be modified to meet a school site's needs. The address is:

California Teachers' Association  
1705 Murchison Drive  
Burlingame, CA 94011  
Contact person: Ernie Ciarrocchi, (415) 697-1400

### **California School Leadership Academy**

The California School Leadership Academy (CSLA) offers, through its regional offices, extensive, long-term staff development for school leadership teams. See the chart, "County Office of Education Service Regions," for the names and telephone numbers of regional contact persons.

### **Association of California School Administrators**

The Association of the California School Administrators (ACSA) offers training, publications, and resource people. The addresses are:

Association of California School Administrators  
1575 Bayshore Freeway  
Burlingame, CA 94010  
Contact person: Jane Zinner, (415) 692-4300

Association of California School Administrators  
1517 L Street  
Sacramento, CA 95814  
(916) 444-3216

### **California Center for School Restructuring**

The California Center for School Restructuring (SB 1274) (CCSR) supports 147 schools throughout California which are in the process of restructuring. These schools use site-based decision making and may be a resource for other schools.

The director for the program is Maggie Szabo. The regional contact persons are listed as follows:

#### *Northern California*

California Center for School Restructuring  
San Mateo County Office of Education  
101 Twin Dolphin Drive  
Redwood City, CA 94065-1064  
Contact person: Maggie Szabo, (415) 802-5353  
Steve Jubb

#### *Southern California*

California Center for School Restructuring  
Los Angeles County Office of Education  
9300 E. Imperial Highway  
Downey, CA 90242-2890  
Contact person: Joel Shawn, (310) 922-6538

### **California Foundation for Improvement of Employer-Employee Relations**

The California Foundation for Improvement of Employer-Employee Relations (CFIER) offers a variety of training and consultation services. The address is:

California Foundation for Improvement  
of Employer-Employee Relations  
1325 Howe Avenue  
Sacramento, CA 95825  
Contact person: Janet Walden, Director, (916) 567-9911

## County Office of Education Service Regions

<i>Region</i>	<i>Regional contact person</i>	<i>Telephone</i>	<i>Address</i>
1	Barbara Powell	(707) 524-2825	Sonoma County Office of Education 5340 Skylane Blvd. Santa Rosa, CA 95403-8246
2	Jim Scott	(916) 225-0163	Shasta County Office of Education 1644 Magnolia Ave. Redding, CA 96001-1599
3	Nancy Brownell Betsy Eaves	(916) 228-2652 (916) 228-2651	Sacramento County Office of Education 9738 Lincoln Village Dr. Sacramento, CA 95827-3399
4	Rich Gemmet Karen Kent	(415) 802-5341 (415) 802-5348	San Mateo County Office of Education 101 Twin Dolphin Drive Redwood City, CA 94065-1064
5	Dave Schumaker	(408) 453-6529	Santa Clara County Office of Education 1290 Ridder Park Drive San Jose, CA 95131-2398
6	Nannette Green	(209) 468-4967	San Joaquin County Office of Education P.O. Box 213030 Stockton, CA 95213-9030
7	Don Russell	(209) 584-1441 ext. 2940	Kings County Office of Education 1144 West Lacey Blvd. Hanford, CA 93230
8a	Ben Furuta Jerald Livesey	(310) 922-6686 (310) 922-6686	Los Angeles County Office of Education 9300 E. Imperial Highway Downey, CA 90242-2890
8b	Sharon Morgan	(805) 388-0134	Ventura County Office of Education 5189 Verdugo Way Ventura, CA 93012
9a	Elaina Hershowitz	(619) 569-5305	San Diego County Office of Education 6401 Linda Vista Road San Diego, CA 92111-7399
9b	Barbara Allen Nadine Barreto Judy Maurice	(714) 966-4496 (714) 966-4343 (714) 966-4384	Orange County Office of Education 200 Kalmus Drive, Rm. B 1147 P.O. Box 9050 Costa Mesa, CA 92628
10	Nick Boden  Brenda McGinnis	(909) 485-5720  (909) 887-7589	Valley View High School 13135 Nason Street Moreno Valley, CA 92555  San Bernardino County Office of Education 601 North E Street San Bernardino, CA 92410-3093

**Assistance from the California Department of Education**

For more information and assistance regarding site-based shared decision making, please contact:

Tomas Lopez, Administrator  
Specialized Assistance Office  
721 Capitol Mall, 2nd Floor  
Sacramento, CA 95814  
(916) 657-3510

## Appendix C

# Components from Initial Challenge Districts

Site-based management and shared decision making are being implemented in varying degrees by districts throughout California. Successful site-based management and shared decision making require efforts at both the district and site levels. The impetus for change may be developed for local site change efforts in SB 1274 schools or through charter petitions, broader reform initiatives, collective bargaining discussions, board policy initiatives, or, most likely, a combination of several efforts.

This appendix contains an example of a school district governing board policy supporting site-based management (from the San Juan Unified School District); an example of a provision for site-based management from a collective bargaining agreement (from the Pasadena Unified School District); an example of a reform agenda, Los Angeles Educational Alliance for Restructuring Now (LEARN) (from the Los Angeles Unified School District); and the introduction to a Charter School petition (from Vaughn Next Century Learning Center in Pacoima in the Los Angeles Unified School District). These are not meant to be definitive examples but rather a sample of the efforts in selected districts.



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## Sample School District Governing Board Policy

### *San Juan Unified School District*

This section contains a sample school district governing board policy from the San Juan Unified School District in support of site-based management.

The Governing Board supports site-based management. The Board believes that this management style can empower school employees, parents or guardians, and the community and enable them to be (1) more responsive to the needs of diverse student populations without having a negative financial impact on other schools; (2) more accountable for improvements in student performance; and (3) in accordance with the district's vision/mission/belief statements.

The Board adopts the following definitions in support of this policy:

*Site-based management* is a management style that moves appropriate planning and decision making to stakeholders through a mission-driven planning process and an outcome-based accountability system.

*Stakeholders* are the students, parents or guardians, public, and employees of the district who are affected by this management style.

*Outcome-based accountability* is a system which incorporates predefined performance measures that provide information about how well the organization is meeting its goals.

The Board supports the concept of site-based management as a tool to attain improved student performance. As such, the district's efforts to move in this direction must start with (1) a clearly articulated vision of the purpose of employing site-based management; (2) defined goals for site-based management based on appropriate expectations or standards or both for the success of all students as shown by the available research; and (3) stakeholders' knowledge of both educational research and the change process. By developing a clear strategic plan in this matter, the district supports a systematic change that creates school cultures that better meet the needs of students.

The superintendent or designee shall establish standards essential to ensure the success of this management style and develop a process for implementation.

## **Sample Contract Provision from a Collective Bargaining Agreement**

### *Pasadena Unified School District*

This section contains provisions from Article XIX, “Site-Based Decision Making,” which appear in the collective bargaining agreement of the Pasadena Unified School District.

#### **19.1 Purpose**

The Pasadena Unified School District and the United Teachers of Pasadena encourage full and active participation of all members of the school community in the decision-making process. The Board of Education cannot make the best decisions without active input from those who are involved in the day-to-day operations of individual schools. In order to facilitate the process by which school-site personnel, parents, and students are able to initiate creative ideas and bring them to the Board of Education’s decision-making process, the parties recognize the need to establish a school-site and districtwide site-based decision-making process.

The purpose of site-based decision making in the Pasadena Unified School District is to create a process which focuses on the improvement of student achievement in a climate which is based on trust, communication, and the involvement of all stakeholders. It is designed to serve as the channel for a clear, simple process by which site-generated proposals are brought to the attention of the Board of Education for consideration and approval.

#### **19.2 Implementation Process**

19.2.1 Before site-based decision making is initiated at a school, all members of the school faculty shall be provided training regarding the district’s site-based decision-making process, consensus building, conflict resolution, and related skills.

19.2.2 For a school to be designated a Site-Based Decision-Making School, 80 percent of the certificated staff at the site must agree to participate. Such determination shall be made by a secret ballot vote of the bargaining unit at that site on a ballot jointly developed by the district and the Association.

- 19.2.3 By May 1 of each school year, a school site may determine whether to initiate or continue site-based decision making for the following school year by repeating the steps in 19.2.2 cited previously.

19.3 *School-Site-Based Decision-Making Team*

- 19.3.1 A School-Site-Based Decision-Making Team shall be established at each site-based decision-making school for the purpose of developing a school-site-based decision-making plan. The School-Site-Based Decision-Making Team shall consist of ten or more persons representing different components of the school community. It typically will include bargaining unit members, classified staff, administrator(s), parents, community members, and students (secondary). Sites are encouraged to explore avenues to consolidate existing school committees.<sup>1</sup>
- 19.3.2 Unit members shall make up 50 percent or at least half of the membership of the School-Site-Based Decision-Making Team and shall include a designated United Teachers of Pasadena representative. Except for the designated United Teachers of Pasadena representative, bargaining unit members shall be elected by the bargaining unit members at the school site. Members shall serve a staggered two-year term.
- 19.3.3 School-Site-Based Decision-Making Team meetings shall be held at times mutually agreeable to members of the committees. Schools are not precluded from utilizing local school-site funds for such released time.
- 19.3.4 The parties agree that consensus is the most effective means by which to reach decisions in the site-based decision-making process. However, if after efforts of reaching consensus have failed, in no event shall a decision be implemented with less than a 90 percent vote of the School-Site-Based Decision-Making Team.
- 19.3.5 Suggested examples of topics that the School-Site-Based Decision-Making Team may wish to consider include but are not limited to student discipline policy, staff development opportunities, school-site schedules, instructional programs, support programs,

<sup>1</sup>*Editor's Note:* At schools operating School-Based Coordinated Programs, *Education Code* Section 52852 specifies membership on the school site council, which under *Education Code* Section 52853 is designated to develop the school plan.

community programs, communication networks, and creative and innovative site programs.

Areas that are outside the scope of School-Site-Based Decision-Making Team decisions include such topics as employment personnel decisions, employee discipline, district leave policies, and so forth.

#### 19.4 *Site-Based District Review Committee*

- 19.4.1 If a school-site-based decision-making plan contains a proposal(s) in conflict with current law, regulations, school board policy, or a Collective Bargaining Agreement, the plan shall be submitted to the Site-Based District Review Committee.
- 19.4.2 The Site-Based District Review Committee shall be established no later than August of each year. The composition of the Site-Based District Review Committee shall be three bargaining unit members appointed by the Association, three administrators appointed by the district, and three representatives of other groups as determined by the district. Alternates may be appointed to attend District Review Committee meetings in the absence of regular members.
- 19.4.3 The Site-Based District Review Committee shall be jointly chaired by one member appointed by the Association and one person appointed by the district.
- 19.4.4 The Site-Based District Review Committee shall have the following functions and responsibilities:
  - 19.4.4.1 Develops a districtwide timeline for the submission of site-based plans to the Site-Based District Review Committee and Board of Education.
  - 19.4.4.2 Develops training programs related to the site-based decision making, including initial training pursuant to 19.2.2 cited previously.
  - 19.4.4.3 Develops and implements site-based decision-making waiver proposal criteria for proposals in conflict with law, regulations, policy, or contracts.
  - 19.4.4.4 Researches, reviews, evaluates, and makes recommendations to the Board of Education regarding those individual school

plans which are described in 19.4.1 cited previously.

19.4.4.5 Keeps abreast of model programs and research and serves as a liaison to disseminate said information throughout the district.

19.4.4.6 Monitors approved waivers.

#### 19.5 *Waiver of the Collective Bargaining Agreement*

It is not the intent of the site-based decision-making process to violate the contractual rights of a bargaining unit member. However, if a school site requests a waiver of any provision(s) of the Collective Bargaining Agreement, the following procedures shall be followed:

19.5.1 There shall be a separate census approval of the affected bargaining unit members at the site, as determined by the Association president; and of the site administration, as determined by the superintendent. However, if after efforts of reaching consensus have failed, in no event shall a decision be forwarded with less than a 90 percent secret ballot vote of the affected bargaining unit as conducted by the Association.

19.5.2 After such decision in 19.5.1 cited above is determined, the proposed waiver of the Collective Bargaining Agreement shall be submitted in writing to the district's superintendent and Board of Education and the Association's Board of Directors for final approval. If a waiver is approved by the Association and adopted by the district, contract waiver language shall be drafted by the parties; and the Collective Bargaining Agreement shall be deemed amended accordingly.

19.5.3 Such waiver of the Collective Bargaining Agreement shall be for a specified period of time and shall be limited to a specific work site or location. Waivers shall not be construed as precedent setting.

19.5.4 Such waiver of the Collective Bargaining Agreement shall be subject to Article V (Grievance Procedure) of the Agreement.

19.6 Final approval for school-site-based decision making shall rest with the superintendent and the Board of Education.

## Sample Reform Agenda

### *Los Angeles Unified School District*

This sample reform agenda lists achievements in district policy and core initiatives to increase flexibility in Los Angeles Educational Alliance for Restructuring Now (LEARN) school communities.

#### **Changes Achieved in District Policy**

Areas in which changes in district policy were achieved are listed as follows:

##### **A. Local School Community Decision Making**

- ❖ Delegation of Authority to the Superintendent to Approve Requests for Waivers (from District Board rules and policies only)
- ❖ Delegation of Authority to Principal for Authorization of Curricular Trips\*
- ❖ Waiver Option Established to Extend Kindergarten Day Through LEARN as Innovative Reform
- ❖ Kindergarten Through Grade Eight LEARN School Proposal Approved by Board of Education as Pilot LEARN School Calendar Options:
  1. Modified traditional LEARN calendar designed by LEARN schools\*
  2. Adopted flexible calendar options for pupil-free professional development days in multitrack LEARN schools
- ❖ Districtwide Open Enrollment—School Choice\* Provided
- ❖ Cafeteria Option Established for LEARN Schools to Include Three Entrees on Student Menus

##### **B. Staff Selection**

- ❖ Staffing Decisions Made by LEARN School Communities:
  1. Established guidelines for selection of administrators for LEARN schools
  2. Established that staff would be assigned to Phase I and Phase II LEARN schools without an opportunity for school interview and selection

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\*Implementation expanded districtwide.

3. Reduced processing time for assignment of classified staff in LEARN schools from four weeks to one week
4. Modified the classified “Rule of Three Ranks” to include all qualified candidates to increase flexibility for selection within an existing merit system

#### C. Budget System

##### ❖ Budget Flexibility Provided for in LEARN Schools:

1. Provided a school option to increase the imprest checking account limit up to \$5,000 to allow more flexibility with school purchases
2. Increased flexibility in use of imprest checking account (i.e., LEARN schools can now write checks for such things as registration and conference fees, memberships, and so forth.)
3. Increased flexibility in use of student body account (i.e., seven policy restrictions eliminated in such areas as maximum expenditures, allowable uses of funds, and so forth)
4. Increased the number of accounts that carry over unspent balances
5. Provided for carryover of state EPA-LEP bilingual supply account balances
6. Established a process for LEARN schools to submit contracts for minor maintenance, gardening, and so forth
7. Provided for use of school purchase orders for minor alterations and improvements
8. Expedited budget adjustment process for categorically funded programs in LEARN schools

##### ❖ Per Pupil Funding Based on ADA for Phase I LEARN Schools:

1. Board of Education adopted Budget Task Force report recommendation to pilot ADA per pupil budget system in Phase I LEARN schools.
2. Phase I school budgets were developed based on actual salary costs for 1994-95.
3. Funds were moved to Phase I school sites in selected areas where allocation formulas for services were previously determined and managed centrally. These funds involved:

- General program nurses, school psychologists, elementary music teachers, and elementary library aides
- Year-round funds for itinerant cleaning crews and so forth

#### D. Increased Time for Professional Development

- ❖ Pupil-Free Professional Development Days—Up to Eight Days per School\*
- ❖ Banking of Instructional Time to Allow More Time for Planning
- ❖ Eight Substitute Days Allocated for Lead Teachers During Training/Planning Year

### Core Initiatives Achieved

The core initiatives achieved are listed as follows:

- ❖ Selection of a Key Activity to Support LEARN Schools:
  - Each school district office or unit selected one key activity in which measurable progress or improvement was achieved that supports LEARN schools, as of June, 1994.
- ❖ Implementation of Strategies to Determine LEARN School Needs:
  - Each school district office or unit conducted a survey, school visit, or focus group discussion to determine LEARN school needs.
- ❖ Role of a Budget Specialist:
  - The school district governing board engaged a special assistant to the superintendent to implement a budget and an integrated financial system process.
- ❖ Superintendent's establishment of a LEARN Budget Task Force to Develop a New Budget System:
  - The Board of Education adopted the Budget Task Force's recommendations to pilot the ADA budget system.
  - Budgets for Phase I LEARN schools were developed based on ADA per pupil funding.

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\*Implementation expanded districtwide.



- LEARN Budget Task Force of staff and LEARN principals or teachers or both were maintained to address the following unresolved issues:
  1. Further education regarding central support or administrative costs or both
  2. Small-school funding
  3. Differentiated funding—elementary schools and secondary schools
  4. Reduction of encroachment costs
- ❖ Increased Autonomy in Staffing Decisions at LEARN School Sites:
  - Barriers to making certificated and classified staffing decisions at Phase I and Phase II LEARN schools were identified and removed with the exception of those affiliated with collective bargaining and statutes that govern education. Strategies to remove those barriers still need to be defined.
- ❖ Distribution of Stakeholder Satisfaction Survey:
  - Distributed 120,317 survey instruments to Phase I and Phase II stakeholders to establish baseline data. Results were published in September.
- ❖ Requirement for LEARN School Single-Site Action Plan:
  - Established LEARN site action plan as a single required school plan.
  - Site action plans submitted by pioneer Phase I LEARN schools.\*
- ❖ Provision for Professional Development Programs:
  - The Office of Instruction, QED-C, developed and made available a menu of training resources to all school sites.<sup>†</sup>
  - Plans for training programs focused on LEARN, and new paradigms in leadership and quality management for each stakeholder group have been initiated through “New Directions” training for cluster leaders, central staff, school district governing board members, and bargaining unit leaders.

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<sup>\*</sup>*Editor's Note:* At LEARN schools participating in School-Based Coordinated Programs, *Education Code* Section 52853 designates the school site council to develop the school plan, which must include staff development programs.

<sup>†</sup>Implementation expanded districtwide.

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## Charter School Petition

### *Los Angeles Unified School District*

Envisioned by more than 70 school staff, parents, and community members, this Charter School petition for the Vaughn Next Century Learning Center in Pacoima addresses the needs of a diverse, at-risk student population in a poor, overcrowded neighborhood. We have spent the past two years charting the means and building the organizational capacity to make our bold vision work. As the demonstration site for SB 1274 (School Restructuring), SB 620 (Healthy Start Initiative), and RJR Nabisco's Next Century Schools Grant, we have proven track records as a knowledgeable and committed professional team that dares to make drastic systemic reforms that will bring about significant, positive student outcomes.

#### **School Description**

Next Century Learning Center is a multitrack year-round school located in a low-income area of Pacoima. The school serves approximately 1,100 students (1,020 in kindergarten through grade six; 90 in pre-kindergarten/SRLDP; 6.5 percent black; 93 percent Hispanic; and 81 percent LEP students). Special programs include Chapter 1, Bilingual Education, School Improvement, Special Education, Gifted and Talented, Court Ordered School Desegregation Program, Capacity Adjustment Program (CAP), and Migrant Education.

During the past 20 years, our students consistently have performed far below district and state averages for academic achievement. The 1989-90 CAP scores are as follows: grade three—186 in reading, 187 in writing, 190 in mathematics; and grade six—197 in reading, 210 in writing, 210 in mathematics. In 1989 we were the only Region F school included in the "Children Can No Longer Wait" Core Team Plan. As many as 29 percent of our students were identified as *at risk* (using the Los Angeles County checklist as guidelines). Only 18 percent of our sixth grade graduates performed at grade level. Fifty percent of our new kindergartners did not have learning readiness skills. Only 5 percent of our students successfully made a timely transition into mainstream English. Sixty-two percent of our 42 teachers had less than five years of teaching experience, and 38 percent had one year or less.

Vaughn Next Century Learning Center is located in an area with one of the fastest rates of population growth in California. Forty percent of the families, many with five or six children, are earning under \$15,000 a year; and many of our students live in crowded garages. The transiency rate is about 67 percent. Many out-of-school barriers hinder student learning, and current educational practices are not working. Low achievement for many of our poor Hispanic and African American students has become a pattern. We must resolve this perpetuating condition.

### **Collective Vision**

*Students* of Vaughn Next Century Learning Center will master the basics, seek knowledge actively, think critically, solve problems independently, communicate effectively, interact socially, and maintain wellness. They will meet the challenges of a changing global society successfully. *All teachers* will be continual learners and reformers who facilitate quality learning. The *community* will become a 24-hour classroom and resource center, and the *school* will be the hub for lifelong learning.

### **Focuses of Reform**

*Adoption of Charter School Legislation Intent (SB 1448)*

It is the intent of this petition to provide opportunities for teachers, parents, and community members to establish and maintain a Charter School to accomplish all of the following:

1. Improve pupil learning.
2. Increase learning opportunities for all pupils, with a special emphasis on expanded learning experiences for those identified as academically low achieving.
3. Encourage the use of different and innovative teaching methods.
4. Create new professional opportunities for teachers, including the opportunity to be responsible for the learning program at the school site.
5. Provide parents and pupils with expanded choices in the types of educational opportunities available within the public school system.
6. Hold the school accountable for meeting measurable pupil outcomes and provide the school with a method to change from rule-based to performance-based accountability systems.

## Adoption of Recommendations for Reform

The following are reforms that the petition addresses:

1. This petition adopts the recommendations from *It's Elementary! Elementary Grades Task Force Report*.<sup>1</sup> Some of the recommendations to be implemented include:
  - Providing a rich, meaning-centered curriculum
  - Scheduling class work in longer blocks of time
  - Coordinating team teaching in the upper grades
  - Using a variety of grouping strategies
  - Promoting early intervention to prevent learning problems
  - Ensuring that limited-English-proficient (LEP) students participate in the core curriculum
  - Using categorical resources to support instruction
  - Investing shrewdly in technology
  - Ensuring that teachers have adequate planning and thinking time for working together in professional collaborations
  - Supporting teacher professionalism with a well-supplied and well-equipped workplace
  - Nurturing new teachers
  - Building a system of performance-based assessments
  - Reaching out to parents
  - Bonding students to a caring school and community
  - Coordinating human services on site
  - Holding the school accountable for reaching the outcomes
2. This petition aims at accomplishing the district's mission and goals. Vaughn Next Century Learning Center is part of an urban public school system that will effectively educate all students so that each will contribute to the benefit of our diverse society. District goals set forth in this petition include student attendance, student achievement and literacy, more housing to provide relief for overcrowding, and school-based management.
3. This petition includes many of the recommendations set forth by the Los Angeles Educational Alliance for Restructuring Now (LEARN): client-oriented instruction; access to pre-school education; the use of a variety of assessments; shifting of responsibility for budget, staff selection, and teaching methods to the local school; a new system of staff assistance

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<sup>1</sup>*It's Elementary! Elementary Grades Task Force Report*. Sacramento: California Department of Education, 1992.

or evaluation or both; active parent involvement; and social services for children and families.

4. This petition supports the desires of various employee bargaining units that advocate local school decision making and employee empowerment.
5. This petition addresses many current requests of the public, such as improved student outcomes, school accountability, decentralization, and parental choice.

### **Provisions and Programs Made Possible Under SB 1448**

Under the provisions of SB 1448, the following will be implemented:

1. School-determined curriculum
2. Reduced class size
3. Ungraded classes
4. Nontraditional methods of grouping students
5. Local school governance
6. School-determined calendar and instructional schedules
7. Decategorization of state categorical funds; use of all funds to support school-determined needs
8. Flexibility in the use of state categorical funds without strict rules on the “supplant vs. supplement” provision
9. Combining of adult education and parent education
10. Expanded role of the school to include on-site health and social service delivery
11. School-designed assessments and student progress reporting
12. Local school budgeting
13. Staff selection by local schools
14. Peer evaluation and coaching
15. Performance-based student evaluation and staff accountability
16. Parental choice of enrollment
17. Autonomy in school maintenance and operations
18. Local school options on how to relieve overcrowding

Except for the codes and rules specified in this petition, we request that all California *Education Code* sections and Los Angeles Unified School District board rules that might impede the implementation of our Charter School program be waived. For situations in which no policy exists, the Charter School reserves the right to establish its own policies.

## Appendix D

# Support for Site-Based Management and Shared Decision Making

Support for Site-Based Management (SBM) and Shared Decision Making (SDM) as methods to improve educational performance comes from two areas, academic research studies and quality management practices in the private sector.

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### Academic Research Studies

Jane David of the Bay Area Research Group discusses the empirical support for SBM in the December, 1995/January, 1996, issue of *Educational Leadership* (see Appendix A) and in an article for the Consortium for Policy Research in Education at Rutgers University. (Abstracts of these articles appear in the “Annotated List of Selected References.”) SBM is considered an effective method to encourage reform in schools and improve education. According to David’s research and that of 35 other academicians, SBM and SDM succeed when personnel have the needed control, authority, leadership, knowledge, training, incentives, resources, and time. SBM and SDM change how decisions are made, who makes them, and when they are made. When the two methods of management are implemented, they lead to increased job satisfaction, more efficient use of resources, and altered roles or relationships or both for school-site and district personnel. These results create a fertile ground for better educational experiences for students. James P. Comer’s School Development Program is a variation of SBM that has increased student achievement over the past 25 years (Squires and Kranyik 1995/1996). It is successful

because it supports change in school culture and focuses on comprehensive child development. Most researchers admit the complexity of SBM, but all agree that the rewards of increased teacher morale and educational improvement are worth the effort. Experts warn, however, that the effects of SBM may not be easily measured until five or ten years after the start of implementation.

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## Quality Management

Site-Based Management originated from the private sector practice of quality management. The creator of quality management, W. Edwards Deming, is credited with developing the management technique that has revolutionized the way companies around the world manage their businesses in the 1980s and 1990s. The premise of quality management is that employee participation in strategic (schoolwide) as well as in operational (classroom) decision making can improve productivity (performance) and job satisfaction. Decentralized decision making or self-management by employees is best accomplished by their working collegially or in teams. It is most appropriate in organizations where the work is complex (such as teaching), involves uncertainty in day-to-day tasks, and exists in a rapidly changing environment. The teamwork concept requires a transformation of culture, attitude, and practice in the workplace. Teamwork and organizational shifts in management have had an overall greater effect on productivity and profitability than have developments in technology, investment, and other areas.

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## Selected References

- David, Jane L. "Synthesis of Research on School-Based Management," *Educational Leadership* (May, 1989).
- David, Jane L. "Systemic Reform: Creating the Capacity for Change." Paper prepared for the Consortium for Policy Research in Education, Rutgers University, March, 1993.
- David, Jane L. "The Who, What, and Why of Site-Based Management," *Educational Leadership* (December, 1995/January, 1996).
- Squires, David A., and Robert D. Kranyik. "The Comer Program: Changing School Culture," *Educational Leadership* (December, 1995/January, 1996).
- "Quality," *BusinessWeek* (June 8, 1987).

## Appendix E

# *Education Code References*

## Title 2. Elementary and Secondary Education

### **Part 25. Employees**

#### **Chapter 3. Certificated Employees**

#### **Article 12. School-Based Management and Advanced Career Opportunities for Classroom Teachers Programs**

#### **§ 44666. Legislative findings and declarations**

- (a) The Legislature finds that a primary goal of every public school should be the creation of effective and productive learning environments for pupils. Increasing the educational effectiveness and productivity of public schools may require new ways of organizing instructional and administrative staff which increase the collective investment of all schoolsite educators in the success of their school. The Legislature also finds that innovation and change are frequently discouraged by undue administrative and organizational rigidity. The Legislature intends that the school district's role in working with schoolsites be characterized by setting clear goals, providing sites the flexibility to achieve those goals, offering high quality technical assistance and support, and holding sites accountable for performance. The Legislature supports shifting from a rule-based system to a performance-based system of accountability. Those educators closest to pupils should be free, within limits, to create learning environments appropriate to their circumstances. The Legislature declares its intent not to diminish the leadership roles of school districts and site-level administrators. However, the Legislature does intend to encourage schools to foster more professional collaboration where teachers and principals, as an educational team, are responsible for creating the conditions that make more effective teaching and learning possible, and where schoolsite educators as a group have responsibility for the functioning and performance of their school.

It is the further intent of the Legislature to encourage and foster a shift in public school administration from a system that rigidly controls and directs what goes on at the next lowest level, to a system that guides and facilitates professionals in their quest for more productive learning opportunities for their pupils.



(b) The Legislature further finds and declares all of the following:

- (1) Hierarchical decision making has tended to reduce the effectiveness and productivity of teachers in educating pupils. A more collaborative decision-making process may result in more effective teaching and pupil learning.
- (2) A true profession should offer individuals the opportunity for growth in their careers and in their professional lives.
- (3) Professional growth brings with it additional responsibilities and accountability, and taking greater responsibility allows the professional to achieve enhanced status and higher salary and to make a contribution to the profession.
- (4) The current staffing structures and compensation structures in California school districts that emphasize seniority in setting teacher salaries and uniformity in teachers' roles do not adequately reward teaching excellence, exceptional achievement, or the assumption of additional educational responsibilities by teachers. Neither do they provide an incentive for teachers to continue to pursue excellence.
- (5) The establishment of advanced career opportunities for teachers, in conjunction with greater teaching involvement in schoolsite management, should increase the variety and responsibility of a teacher's work. . . .
- (6) Advanced career opportunities for teachers should also provide an incentive for teachers to remain in teaching, upgrade their skills, and improve the instructional program.

*(Added by Stats.1989, c. 1282. § 1.)*

**§ 44667. School-based management projects; alternative models; procedures to increase teachers' decision-making authority; voluntary participation in programs**

- (a) It is the intent of the Legislature to encourage school districts to plan and implement alternative models of school-based management projects, or advanced career opportunities for classroom teachers projects, or a combination of both, for one or more schools in the district. Further, it is the intent of the Legislature that school district governing boards and administrators work with classroom teachers and teacher bargaining units to develop and strengthen procedures that increase teachers' decision-making authority in responsibilities that affect their ability to teach. These procedures may include, but need not be limited to, the following:
- (1) Selection of new teachers and administrators.
  - (2) Evaluation of teacher and administrator performance.
  - (3) Selection of curricular areas for improvement.
  - (4) Tailoring and coordination of curriculum and instruction across grade levels and within departments at the schoolsite level.
  - (5) Establishment of pupil discipline policies.
  - (6) Design and conduct of staff development programs and policies.

- (7) Assignment of pupils and scheduling of classes.
  - (8) Schoolwide problem solving and program development.
  - (9) Organization of the school for effective instruction.
  - (10) Development of procedures designed to institutionalize teacher involvement in decision making.
  - (11) Determining the role and functions of teachers, administrators, and classified employees at the school site.
  - (12) Development of alternative methods of teacher compensation that reward teaching excellence, exceptional achievement, or the assumption of additional educational responsibilities.
  - (13) Establishment of policies to decentralize district decision making by providing schoolsite administrators and teachers with greater budget authority, including the allocation of fiscal, personnel, and other resources at the schoolsite.
- (b) Participation of school districts in the programs established pursuant to this article shall be on a voluntary basis. A school district shall be eligible to participate only upon the approval of participation by both the governing board of the district and the exclusive representative of certificated employees of the district.

*(Added by Stats.1989, c. 1282, § 1.)*

#### **§ 44667.2. School-based management proposals; contents**

It is the intent of the Legislature that each school district's school-based management proposal shall include the following:

- (a) A plan for involving parents in the planning, implementation, and evaluation of school restructuring efforts.
- (b) A plan for staff development that shall be made available to participating school personnel in order to assist in restructuring elements specified in the district proposal.
- (c) A plan for regularly assessing the progress of participating schools in meeting the goals identified in their funding proposal. Assessment plans shall include provisions for the collection of information on various school-level indicators, including pupil performance, detentions, pupil and teacher absenteeism, and staff turnover. Districts are encouraged, as well, to establish a process of onsite quality reviews with the objective of evaluating the quality of instruction, leadership, staff development, and the planning and decision making processes at participating schools.

*(Added by Stats.1989, c. 1282, § 1.)*

#### **§ 44668. Advanced Career Opportunity Programs**

- (a) "Advanced career opportunities for classroom teachers" means a compensation system developed jointly by the governing board of a school district and the exclusive representative of certificated employees for one or more of the schools in the district that may include the following components:

- (1) Extended contract days.
  - (2) Additional pay for additional duties or responsibilities.
  - (3) Differentiated staffing.
  - (4) Additional pay for meeting contracted performance goals.
- (b) Each Advanced Career Opportunity Program shall include the following components:
- (1) Fair selection procedures for job enlargement activities.
  - (2) An evaluation procedure developed jointly by the governing board of the district and the exclusive representative of certificated employees that provides for periodic, fair, objective, and consistent evaluation of educator performance for purposes of placement and career advancement.
  - (3) A plan for the periodic review of the district's Advanced Career Opportunity Program.

*(Added by Stats.1989, c. 1282, § 1.)*

#### **§44669. Waiver of statutes or regulations**

Notwithstanding any other provision of law, for the purpose of implementing a program established pursuant to this article, the State Board of Education may waive any part, article, or section of this code, except Section 51513, or any regulation adopted by the State Board of Education that implements this code upon request by a governing board of a school district on a districtwide basis or on behalf of its schools or programs, if the governing board does both of the following:

- (a) Provide written documentation that the exclusive representative of certificated employees concurs with the request. Failure of the exclusive representative of certificated employees to concur in the waiver request shall constitute cause for its denial.
- (b) Demonstrate that the waiver request is necessary to implement the proposed pilot project.

*(Added by Stats.1989, c. 1282, § 1.)*

### **Part 28. General Instructional Programs**

#### **Chapter 12. School-Based Program Coordination Act**

##### **Article 1. General Provisions**

#### **§ 52800. Legislative intent**

It is the intent of the Legislature to provide greater flexibility for schools and school districts to better coordinate the categorical funds they receive while ensuring that schools continue to receive categorical funds to meet their needs.

It is further the intent of the Legislature to focus the authority to exercise such flexibility at the school level, with the approval and under the policy direction of, the governing board. *(Added by Stats.1981, c. 100, p. 680, § 25, operative Jan. 1, 1982.)*

### **Article 3. School plans**

#### **§ 52850. Applicability of article; plan requirements**

The provisions of this article shall apply only to school districts and schools which participate in school-based coordinated categorical programs pursuant to this article. No school may operate pursuant to this article unless a newly developed plan or a revision of the previously approved plan has been approved by the local governing board and is retained at the school site. These plans shall be available to the Superintendent of Public Instruction upon request and shall be made available to the public on a reasonable basis pursuant to the provisions of the California Public Records Act, Chapter 3.5 (commencing with Section 6250) of Division 7 of Title 1 of the *Government Code*.) (*Added by Stats. 1981, c. 100, p. 681, § 25, operative Jan. 1, 1982. Amended by Stats. 1983, c. 1270, § 4, eff. Sept. 30, 1983.*)

#### **§ 52851. Application for funds without complying with certain chapter provisions or regulations**

- (a) A school district and school may apply to receive funds allocated pursuant to Article 4 (commencing with Section 8750) of Chapter 4 of Part 6, Article 5 (commencing with Section 44520) of Chapter 3 and Article 1 (commencing with Section 44670) of Chapter 3.1 of Part 25, Article 15 (commencing with Section 51870) of Chapter 5, Chapter 6 (commencing with Section 52000), Chapter 8 (commencing with Section 52200), and Article 2 (commencing with Section 52340) of Chapter 9 of this part, Chapter 1 (commencing with Section 54000) and Chapter 2 (commencing with Section 54100) of Part 29, and Part 30 (commencing with Section 56000), and Chapter 1 (commencing with Section 500) of Part 2 of Division 2 of the Military and Veterans Code, without complying with the provisions of those statutes or the related California Administrative Code regulations, provided that the school and school district meet the criteria established in this article.
- (b) In no event shall subdivision (a) be construed to include bilingual education programs established pursuant to Article 3 (commencing with Section 52160) of Chapter 7 within the provisions of this article. (*Added by Stats. 1981, c. 100, p. 681, § 25, operative Jan. 1, 1982. Amended by Stats. 1982, c. 1298, p. 4788, § 3.*)

#### **§ 52852. Schoolsite council; composition**

A schoolsite council shall be established at each school which participates in school-based program coordination. The council shall be composed of the principal and representatives of: teachers selected by teachers at the school; other school personnel selected by other school personnel at the school; parents of pupils attending the school selected by such parents; and, in secondary schools, pupils selected by pupils attending the school.

At the elementary level the council shall be constituted to ensure parity between (a) the principal, classroom teachers and other school personnel; and (b) parents or other community members selected by parents.

At the secondary level the council shall be constituted to ensure parity between (a) the principal, classroom teachers and other school personnel; and (b) equal numbers of parents, or other community members selected by parents, and pupils.

At both the elementary and secondary levels, classroom teachers shall comprise the majority of persons represented under category (a).

Existing schoolwide advisory groups or school support groups may be utilized as the schoolsite council if those groups conform to this section.

The Superintendent of Public Instruction shall provide several examples of selection and replacement procedures that may be considered by schoolsite councils.

An employee of a school who is also a parent or guardian of a pupil who attends a school other than the school of the parent's or guardian's employment is not disqualified by virtue of this employment from serving as a parent representative on the schoolsite council established for the school that his or her child or ward attends. *(Added by Stats.1981, c. 100, p. 681, § 25, operative Jan. 1, 1982. Amended by Stats.1986, c. 401, § 1; Stats.1988, c. 1461, § 26.)*

#### **§ 52852.5. Duties of governing board of school district**

The governing board of each school district shall:

- (a) Ensure that the principal of every school receives information covering the provisions of this article, and provides such information to teachers, other school personnel, parents, and, in secondary schools, pupils.
- (b) Adopt policies to ensure that, prior to a school beginning to develop a plan pursuant to Section 52853, a school site council as described in Section 52852 is established at the school site to consider whether or not it wishes the local school to participate in the school-based coordination program. The board shall ensure that all interested persons, including, but not limited to, the principal, teachers, other school personnel, parents, and, in secondary schools, pupils have an opportunity to meet in public to establish the council.
- (c) Ensure that funds coordinated pursuant to this article are used to supplement, not supplant, existing state and local fiscal efforts and that schools which receive the funds shall have base expenditures comparable to nonparticipating schools. *(Added by Stats.1981, c. 100, p. 682, § 25, operative Jan. 1, 1982. Amended by Stats.1982, c. 1298, p. 4789, § 4.)*

#### **§ 52853. Contents of school plan; annual review or modification; new budget**

The schoolsite council shall develop a school plan which shall include:

- (a) Curricula, instructional strategies and materials responsive to the individual needs and learning styles of each pupil.
- (b) Instructional and auxiliary services to meet the special needs of non-English-speaking or limited-English-speaking pupils, including instruction in a language these pupils understand; educationally disadvantaged pupils; gifted and talented pupils; and pupils with exceptional needs.

- (c) A staff development program for teachers, other school personnel, paraprofessionals, and volunteers, including those participating in special programs. Staff development programs may include the use of program guidelines that have been developed by the superintendent for specific learning disabilities, including dyslexia, and other related disorders. The strategies included in the guidelines and instructional materials that focus on successful approaches for working with pupils who have been prenatally substance exposed, as well as other at-risk pupils, may also be provided to teachers.
- (d) Ongoing evaluation of the educational program of the school.
- (e) Other activities and objectives as established by the council.
- (f) The proposed expenditures of funds available to the school through the programs described in Section 52851. For purposes of this subdivision, proposed expenditures of funds available to the school through the programs described in Section 52851 shall include, but not be limited to, salaries and staff benefits for persons providing services for those programs.

The schoolsite council shall annually review the school plan, establish a new budget, and if necessary, make other modifications in the plan to reflect changing needs and priorities. *(Added by Stats.1981, c. 100, p. 682, § 25, operative Jan. 1, 1982. Amended by Stats.1982, c. 1298, p. 4789, § 5; Stats.1983, c. 498, § 106, eff. July 28, 1983; Stats.1991, c. 251 (A.B.1250), § 2.)*

#### **§ 52854. Time during regular school year to advise students or conduct staff development programs**

A school site council may request, as part of its school plan, the provision of time during the regular school year to advise students or conduct staff development programs and receive full average daily attendance reimbursement under the provisions of Section 46300. That time shall not exceed eight days each year for each participating staff member. *(Added by Stats.1981, c. 100, p. 683, § 25, operative Jan. 1, 1982).*

#### **§ 52855. Review and approval or disapproval; modifications**

The school district governing board shall review and approve or disapprove school plans. A school plan shall not be approved unless it was developed and recommended by the school site council. If a plan is not approved by the governing board, specific reasons for that action shall be communicated to the council. Modifications to any school plan shall be developed, recommended and approved or disapproved in the same manner. *(Added by Stats.1981, c. 100, p. 683, § 25, operative Jan. 1, 1982.)*

#### **§ 52856. Inclusion of funds allocated pursuant to improvement of elementary and secondary education chapter; expansion funding**

If the school district and school choose to include within the provisions of this article funds allocated pursuant to Chapter 6 (commencing with Section 52000), the school district and school shall still be eligible to compete for any expansion funding that is made

available for the school improvement program for grades in that school which are not already generating funds. *(Added by Stats.1981, c. 100, p. 683, § 25, operative Jan. 1, 1982.)*

**§ 52857. Portion of grant under gifted and talented pupil program to be included in school budget**

The district governing board shall determine the portion of the district's grant pursuant to Chapter 8 (commencing with Section 52200) of Part 28 that shall be allocated to the school for inclusion in the school budget developed pursuant to subdivision (f) of Section 52853. *(Added by Stats.1981, c. 100, p. 683, § 25, operative Jan. 1, 1982. Amended by Stats.1987, c. 1452, § 447.)*

**§ 52858. Inclusion of funds allocated pursuant to educationally disadvantaged youth programs; state and local funding; maintenance of school or district advisory committees; distribution of funds**

- (a) If the school district and school choose to include within the provisions of this article, funds allocated pursuant to Chapter 1 (commencing with Section 54000) of Part 29, the school district shall: (a) if the number of educationally disadvantaged pupils in the school is less than 75 percent of the school's enrollment, ensure that there is state and local funding in the school available for allocation pursuant to subdivision (f) of Section 52853 which is equal to or greater than the per pupil amount allocated to that school per disadvantaged pupil through the economic impact aid program multiplied times 75 percent of the school's enrollment, (b) continue to maintain any school or district advisory committees required pursuant to Chapter 1, and (c) continue to distribute funds to schools in accordance with Sections 54004.3, 54004.5, and 54004.7 and regulations adopted which pertain to those sections.
- (b) To the extent permitted by federal law, such that funds allocated pursuant to Article 1 (commencing with Section 54000) of Chapter 1 of Part 29 are deemed by the United States Department of Education to be comparable to funds allocated pursuant to Chapter I of the Educational Consolidation and Improvement Act, the percentage limitation and multiplier established in subdivision (a) may be decreased to not less than 67 percent. *(Added by Stats.1981, c. 100, p. 683, § 25, operative Jan. 1, 1982. Amended by Stats.1982, c. 1298, p. 4790, § 7; Stats. 1983, c. 498, § 107, eff. July 28, 1983; Stats.1983, c. 1302, § 24, eff. Sept. 30, 1983).*

**§ 52858.5. Inclusion of funds allocated pursuant to educationally disadvantaged youth programs; consultation with bilingual advisory committee**

If the school district and school site council choose to include funds allocated pursuant to Chapter 1 (commencing with Section 54000) of Part 29, the school site council shall consult with any school level bilingual advisory committee required by law prior to submitting a school plan pursuant to this article.

If the bilingual advisory committee objects to the plan, written copies of the committee's objections shall be attached to the plan when it is transmitted to the local governing board and the State Board of Education.

However, the school site council and the school district shall make the final determination as to the content of the school plan and the content of any waiver request. (*Added by Stats.1981, c. 100, p. 684, § 25, operative Jan. 1, 1982.*)

**§ 52859. Inclusion of funds allocated pursuant to special elementary school reading instruction program; rate of funding; use of funds**

- (a) If a school district and school choose to include within the provisions of this article funds allocated pursuant to Chapter 2 (commencing with Section 54100) of Part 29, the school district and school shall annually receive funding at the rate per specialist allocated statewide multiplied times the number of specialists approved for that school at the time it was approved to operate programs pursuant to this article, shall use these funds to employ a reading specialist who meets the criteria established pursuant to Chapter 2 (commencing with Section 54100) of Part 29, and shall comply with Section 54123.
- (b) In no event shall funds coordinated pursuant to this article be used to pay for the local share of costs associated with the employment of reading specialists funded pursuant to this section. (*Added by Stats.1981, c. 100, p. 684, § 25, operative Jan. 1, 1982. Amended by Stats. 1982, c. 1298, p. 4790, § 8.*)

**§ 52860. Inclusion of funds allocated pursuant to special education programs; compliance with requirements; exceptions**

If a school district and school choose to include within the provisions of this article funds allocated pursuant to Part 30 (commencing with Section 56000), the school district shall comply with all requirements of that part, with the following exceptions:

- (a) Resource specialist program services, designated instruction and services, and team teaching for special day classes, except special day classes operating pursuant to Section 56364.1, may be provided to pupils who have not been identified as individuals with exceptional needs, provided that all identified individuals with exceptional needs are appropriately served and a description of the services is included in the schoolsite plan.
- (b) Programs for individuals with exceptional needs shall be under the direction of credentialed special education personnel, but services may be provided entirely by personnel not funded by special education moneys, provided that all services specified in the individualized education program are received by the pupil. (*Added by Stats.1981, c. 100, p. 684, § 25, operative Jan. 1, 1982. Amended by Stats.1982, c. 1298, p. 4790, § 9; Stats.1993, c. 1296 (A.B. 369), §11.5, eff. Oct. 11, 1993; Stats.1994, c. 1288 (A.B. 3235), § 9.*)

**§ 52861. Inclusion of funds allocated pursuant to other programs; portion of grant included in school budget**

If a school district and school choose to include within the provisions of this article funds allocated pursuant to Article 4 (commencing with Section 8750) of Chapter 4 of Part 6, Article 5 (commencing with Section 44520) of Chapter 3 of Part 25, Article 15 (commencing with Section 51870) of Chapter 5 and Article 2 (commencing with Section 52340) of Chapter 9 of this part, and Chapter 1 (commencing with Section 500) of Part 2



of Division 2 of the Military and Veterans Code, the district shall determine the portion of the district's grants, pursuant to those provisions, which shall be allocated to the school for inclusion in the school budget developed pursuant to subdivision (f) of Section 52853.

*(Added by Stats.1981, c. 100, p. 684, § 25, operative Jan. 1, 1982.)*

#### **§ 52862. Compliance with federal law**

School districts and schools that choose to operate programs pursuant to Article 3 (commencing with Section 52850) shall insure compliance with all requirements of federal law. *(Added by Stats.1981, c. 100 p. 684, § 25, operative Jan 1, 1982.)*

#### **§ 52863. Waiver of provisions of article; request; duration**

Any governing board, on behalf of a school site council, may request the State Board of Education to grant a waiver of any provision of this article. The State Board of Education may grant a request when it finds that the failure to do so would hinder the implementation or maintenance of a successful school-based coordinated program.

If the State Board of Education approves a waiver request, the waiver shall apply only to the school or schools which requested the waiver and shall be effective for no more than two years. The State Board of Education may renew a waiver request. *(Added by Stats.1982, c. 1298, p. 4790, §10.)*

### **Article 4. Advisory Committees**

#### **§ 52870. Consolidation**

Notwithstanding any other provisions of this chapter, if a school district and school participate in the school-based program coordination, any school site advisory committee may elect to designate the school site council to function as that advisory committee for all purposes required by statute or regulations for a period of up to two years.

This section shall not apply to any advisory committee required pursuant to federal statute or regulation. *(Added by Stats.1981, c. 100, p. 685, § 25, operative Jan. 1, 1982. Amended by Stats. 1982, c. 1298, p. 4791, § 11.)*

### **Chapter 6. Improvement of Elementary and Secondary Education**

#### **Article 4. Funding**

##### **§ 52049.1. School-based management and advanced career opportunities for classroom teachers programs; use of grants**

School improvement grants apportioned to school districts under this article for planning or implementation may be expended for the purposes of funding the School-Based Management and Advanced Career Opportunities for Classroom Teachers Programs authorized under Article 12 (commencing with Section 44666) of Chapter 3 of Part 25, provided that the plan developed pursuant to Section 52015 incorporates elements of these programs. *(Added by Stats.1989, c. 1282, § 2.)*

## **Part 34. Evaluation and Sunsetting of Programs**

### **Chapter 1. General Provisions**

#### **§ 62002.5. Parent advisory committees and school site councils; continuation of functions and responsibilities**

Parent advisory committees and school site councils which are in existence pursuant to statutes or regulations as of January 1, 1979, shall continue subsequent to the termination of funding for the programs sunsetted by this chapter. Any school receiving funds from Economic Impact Aid or Bilingual Education Aid subsequent to the sunsetting of these programs as provided in this chapter, shall establish a school site council in conformance with the requirements in Section 52012. The functions and responsibilities of such advisory committees and school site councils shall continue as prescribed by the appropriate law or regulation in effect as of January 1, 1979. *(Added by Stats.1979, c. 282, p. 1000, § 38.5, urgency, eff. July 24, 1979. Amended by Stats.1983, c. 1270, § 12.5, urgency, eff. Sept. 30, 1983.)*

# Glossary

*Site (school)-based management.* A school reform strategy that promotes school improvement by decentralizing control to the local school site in exchange for assuming responsibility for student performance. Greater decision-making authority is given to individual schools. Usually, the principal is given primary authority to make decisions.

*Shared decision making.* Shared decision making disperses authority among a larger group of players at a school site so that the principal shares authority with parents, community representatives, teachers, administrators, and students (particularly at the secondary level). The principal still retains control and is ultimately accountable.

*Site (school)-based shared decision making.* A term used to mean the delegation of decision-making authority to school teams of administrators, parents, community representatives, teachers, and students, who are held responsible and accountable for student performance. Site-based shared decision making advocates two reforms at once: (1) reform of the governance of schools; and (2) improvement of the teaching and learning process itself.

*Decentralization.* The precursor to site-based management, decentralization began in the 1960s as a means to improve efficiency or offset state authority by giving political power to local communities. The key difference between today's and the 1960s' version of decentralized decision making is the linking of the management strategy to improving student learning.

# Annotated List of Selected References

Subject: **School-Based Management/Shared  
Decision Making**

Grade levels: **Kindergarten Through Grade Twelve**

Type(s): **Eight Tips on Implementing Site-Based  
Management**

Bergman, Abby Barry. "Lessons for Principals from Site-Based Management," *Educational Leadership* (September, 1992), 48–51.

## **Abstract**

The principal of an elementary school in New Jersey offers eight lessons learned when her school went through the process of implementing site-based management. First, she says, staff members must learn to listen to the content and the emotion when people are speaking to get an accurate picture of what they are truly saying. Communication must be clear. The site-based management team must establish patterns of communication in order to represent collective thinking and the synthesis of all viewpoints. The team must understand and accept the individual styles of coworkers that will emerge in the process of implementing site-based management. Communication must be open, and emotions must be expressed, not suppressed, so that all of those involved will feel that they are contributing meaningfully to the discussion. The team members must build trust, respect, and ownership so that they can accept decisions made collectively. The team must be creative and flexible in addressing problems. Administrators and leaders must learn to promote autonomy so that individuals can assume more of the responsibility for implementing a decision. Self-reflection and analysis are important parts of the process.

## **Notes**

Decisions may be made much more slowly under site-based management, but their outcomes are more stable and enduring. The author highlights the importance of self-reflection and role definition and analysis.

Subject: **Restructuring—Roles and Relationships**  
Grade levels: **Kindergarten Through Grade Twelve**  
Type(s): **Research and Overview of New Roles  
and Relationships**

Brandt, Ron. "On Restructuring Roles and Relationships: A Conversation with Phil Schlechy," *Educational Leadership* (October, 1993), 8–11.

### **Abstract**

"Restructuring is changing the system of rules, roles, and relationships that govern the way time, people, space, knowledge, and technology are used and deployed. That's what systemic reform is, too." The author then defines the new roles as follows: the teacher's role is to invent engaging work; the principal's role is to lead the instructors; the school board's role is to educate the community about the conditions of schools; and the superintendent's role is not so much to make decisions as to cause decisions to be made. These new roles will be achieved and sustained only if we understand and get control of processes and—where possible—improve them. Quality management is an example of such an improvement system.

### **Notes**

These new roles are the basis for effective site-based decision making.

Subject: **Site-Based Management/Shared  
Decision Making**

Grade levels: **Kindergarten Through Grade Twelve**

Type(s): **Philosophical Foundations/Rational  
Overview/Survey  
How To/Case Study  
Research/Effectiveness**

Conley, S. C., and S. B. Bacharach. "From School-Site Management to Participatory School-Site Management," *Phi Delta Kappan* (March, 1990), 539–44.

### **Abstract**

The authors point out that for school-site management to succeed, it must be developed with the specific goal of creating a professional work environment for teachers. Otherwise, school-site management may become just another bureaucratic mode of control masquerading as real reform. They suggest that successful school-site management requires the delineation of a strategic plan for the districtwide decentralization of resources that is developed through the participation of staff. School-site management also requires a school decision-making structure that allows teachers to identify problems and the resources needed to solve them. The authors warn that many schools that fit the criteria commonly ascribed to school-site management (e.g., decentralization of resources) are managed by one person, the principal. Thus the issue is not only how to achieve school-site management but also how to achieve collegial and collective management at the school level. The authors suggest that in structuring new forms of participation, school districts must answer four strategic questions: (1) In which decisions will teachers become involved? (2) Who will make which decisions in school-site management? (3) What are the basic tasks of administrators and teachers in the context of decentralized decision making? (4) What is the role of teachers' unions in school-site management?

### **Notes**

This is an excellent article which discusses the relationship between decision making and school-site management. It presents clearly some of the key issues that must be dealt with if a school district is moving toward site-based management.

Subject: **Site-Based Management/Shared Decision Making**

Grade levels: **Kindergarten Through Grade Twelve**

Type(s): **Philosophical Foundations/Rational Overview/Survey**  
**How To/Case Study**  
**Research/Effectiveness**

David, Jane L., and others. *Restructuring in Progress: Lessons from Pioneering Districts*. Results in Education Series. Washington, D.C.: Center for Policy Research in Education, National Governors' Association, 1989.

### **Abstract**

As a part of its school restructuring work with states, the National Governors' Association commissioned the Center for Policy Research in Education to conduct case studies of several school districts experimenting with new structural arrangements. This case study is based on visits to four such districts: Jefferson County Schools (Louisville, Kentucky); Dade County Public Schools (Miami, Florida); Poway Unified School District (Poway, California); and New Orleans Public Schools (Louisiana).

The first chapter describes how each district is restructuring its system. Located in an urban school setting, the Jefferson County school system exemplifies an approach to change that centers on professional development and increased resources for school staff. The Poway Unified School District exemplifies a suburban system that has empowered teachers by decentralizing most district functions. Dade County, in the nation's fourth-largest school system, represents a district shifting to school-based management and shared decision making on a large scale. The New Orleans system demonstrates how a creative partnership with an advocacy group can facilitate new roles and models for structural change. The chapter closes with summaries of the pioneering efforts of districts in five other areas: California, Ohio, Indiana, New York State, and New York City. The second chapter analyzes some common problems in approaching structural change and explains how some districts have overcome barriers. The final chapter summarizes district initiatives and discusses implications for state actions. If states do not act to support and reinforce district goals and actions, schools will be trapped by conflicting expectations and the inability to change. Twelve references are included.

### **Notes**

This is a good resource that gives an overall picture of what is going on across the country. Some of the more notable restructuring efforts are examined, and their site-based management and shared decision-making programs are explained.

Subject: **Systemic Reform/Site-Based Management**  
Grade levels: **Kindergarten Through Grade Twelve**  
Type(s): **How To**

David, Jane L. "Systemic Reform: Creating the Capacity for Change."  
Paper prepared for the Consortium for Policy Research in Education,  
Rutgers University, March, 1993.

### **Abstract**

Policy makers, researchers, and administrators who seek to create change at the local level and, more specifically, in the teaching and learning process between teachers and students must rethink their roles and relationships. Just as the role of the teacher must change in the classroom from didactic and controlling to guiding and facilitating, so too do administrators' and policy makers' roles change from mandating and monitoring to leading and supporting. This reality implies the need for very different relationships within and between role groups, which must rely on more communication, collaboration, and trust. However, the opportunities for administrators to learn new ways of leading and managing in more decentralized systems are virtually nonexistent. To support decentralized authority at every level (state, district, school, and classroom), administrators must become team leaders and effective managers of resources. And policy makers must set goals and provide resources, not micromanage. This is a major shift for those whose *raison d'être* has been to generate, monitor, and enforce rules and regulations.



Subject: **Site-Based Management**  
Grade levels: **Kindergarten Through Grade Twelve**  
Type(s): **How To**

David, Jane L. "The Who, What, and Why of Site-Based Management,"  
*Educational Leadership*, (December, 1995/January, 1996), 4–9.

### **Abstract**

For all its guises, site-based management is basically an attempt to transform schools into communities where the appropriate people participate constructively in major decisions that affect them. And despite all the variations in rationale, its main objective is to enhance student achievement. Site-based management is usually a part of a larger reform agenda that claims to trade school autonomy for accountability to the state. Participatory management does not mean that everyone decides everything. Some decisions are best left to the professionals in the school, some to parents, and others to students. Schools are unlikely, however, to improve unless parents participate meaningfully. They are also unlikely to improve unless teachers, the main implementers, shape the direction of change.

Subject: **Site-Based Management/Shared Decision Making**

Grade levels: **Kindergarten Through Grade Twelve**

Type(s): **Process Model**

Donaldson, Gordon A., Jr. "Working Smarter Together," *Educational Leadership* (October, 1993), 12–16.

### **Abstract**

The author states that there are two ways for school reformers to work—harder and smarter. Working smarter yields better results because school reformers monitor the tradeoff between depletion of resources and the productivity of reaching desired student outcomes. The author offers a five-stage cyclical model for school reform: (1) criticism; (2) self-examination; (3) goal setting; (4) new efforts; and (5) consolidation. Each stage is characterized by a *possibility* (potential growth leading to positive outcomes) and a *danger* (depletion of human and material resources). In the criticism stage school reformers can either identify ways to improve a school or become overwhelmed by the conditions that exist and feel unappreciated. In the self-examination stage, school reformers can either collect data on what works and what needs improvement or can disagree on the causes and play the "blame game." In the goal-setting stage, school reformers can either identify specific achievable goals and celebrate present successes or set unachievable goals that will deplete resources and lead to frustration or despair. In the stage for planning and implementing new efforts, school staffs can either collectively commit to the training, the specification of strategies, and the time needed to reform; or they can disintegrate, leaving only a few members to carry the ball. Finally, in the consolidation stage, monitoring can highlight successes and indicate areas that need improvement; or monitoring can lead to the attitude that the work is not worth the effort. A school's staff members must decide where they are in the cycle and should move into a shared decision-making environment slowly, with well-defined roles, striving for the positive outcomes of each stage.

### **Notes**

Shared decision making is a strenuous activity that can lead to great reward because it helps people to work not more, but better through targeted strategies.

Subject: **Site-Based Management/Shared Decision Making**

Grade levels: **Kindergarten Through Grade Twelve**

Type(s): **Philosophical Foundations/Rational Overview/Survey**  
**How To/Case Study**  
**Research/Effectiveness**

English, F. W. "School-Site Management," *The Practitioner Newsletter* (December, 1989)

### **Abstract**

School-site management embodies the concept that decisions should be made at the lowest possible level in organizations and that no decisions should be made without the contributions of people affected by the decisions. The concept also suggests the empowerment of individual units of the system, particularly the teachers. Centralization versus decentralization is a crucial issue in the school-site management controversy because a school district cannot move overnight from a highly centralized system to a school-site management system. Several areas are within the sphere of school-site management: (1) school scheduling; (2) instructional delivery; (3) instructional support; (4) curriculum alternatives; (5) student wellness; (6) school climate; (7) parent/community involvement; (8) cleanliness and security of the facility; and (9) financial priorities. A strategy to implement school-site management is presented as are exemplary programs now working at Kenmore-Tonawanda Schools (Buffalo, New York) and West Potomac High School (Alexandria, Virginia).

### **Notes**

The article suggests some areas which lend themselves to school-based management as a district starts to decentralize and mentions some programs that are working well.

Subject: **Teachers as Decision Makers**

Grade level: **High School**

Type(s): **How To/Case Study/Story**

Foster, Alice G. "When Teachers Initiate Restructuring,"  
*Educational Leadership* (May, 1991), 28–30.

### **Abstract**

This article tells the story of how a small group of eight teachers and four administrators at a high school worked together over a period of four years to begin the restructuring process. Their journey began with informal meetings that focused on sharing research on teachers' and administrators' roles and expectations in the change process. This early work led them to expand the core group and, with the help of a grant, develop a model for teacher participation in decision making. As their knowledge and understanding of the change process evolved, they began to form a vision which led them deeper into the restructuring process. Throughout their journey they constantly sought out the ideas of leading thinkers on change to guide their work.

Subject: **Change Process and School Reform**  
Grade levels: **Kindergarten Through Grade Twelve**  
Type(s): **Lessons Learned**

Fullan, Michael G. "The Complexity of the Change Process," in *Change Forces: Probing the Depths of Educational Reform*. Bristol, Pa.: Taylor and Francis, Inc., Falmer Press, 1993, pp. 19–41.

### **Abstract**

Michael Fullan discusses the eight lessons of the new paradigm of change. These lessons are based on the premise that problems are not linear cause-and-effect models but, rather, constitute an interrelationship of forces. Change must, therefore, be an ongoing process, not a one-time event. Lesson 1: You cannot mandate what matters; and the more complex the problem, the less you can force the change. Lesson 2: Change is a rewarding journey full of uncertainty and fear. Lesson 3: Problems are our friends, an inevitable element of change that creates learning and success. Successful schools do not have fewer problems than unsuccessful schools; they just cope with problems better. Lesson 4: Vision and strategic planning come later in the change process. They are based on collective reflection after action has been taken. Lesson 5: Individualism and collectivism must have equal power and be balanced, for too much of either can derail the change process. Lesson 6: Neither centralization nor decentralization works alone; there must be both a top-down and a bottom-up strategy characterized by consensus above and pressure from below. Lesson 7: Connection to the wider environmental context is critical for learning about the organization both internally and externally. Lesson 8: Every person is a change agent because complexity cannot be understood by only one person. Every person has the responsibility of creating an organization capable of individual and collective inquiry and continual renewal.

Subject: **School Change/Site-Based Management**  
Grade levels: **Kindergarten Through Grade Twelve**  
Type(s): **How To**

Fullan, Michael G., and Matthew B. Miles. "Getting Reform Right: What Works and What Doesn't," *Phi Beta Kappan* (June, 1992), 745–752.

### **Abstract**

It is crucial to have knowledge of the change process in order to be successful at educational reform. We must have an approach to reform that acknowledges that we do not necessarily know all the answers and that we will develop solutions as we go along. Change initiatives require the power to manage them; they do not run by themselves. Management of change is done best when it is carried out by a cross-role group that includes teachers, department heads, administrators, students, and parents. Such a group needs legitimacy and an explicit contract that is widely understood in the school, including what kinds of decisions it can make and what money it can spend. Everyone has to learn to take the initiative instead of complaining, to trust colleagues, to live with ambiguity, and to understand that shared decisions mean conflict. Principals have to rise above the fear of losing control. Change at a school site is most likely to occur when the district office is closely engaged and supportive of the changing school in a collaborative way.

Subject: **Site-Based Management/Shared Decision Making**

Grade levels: **Kindergarten Through Grade Twelve**

Type(s): **Philosophical Foundations/Rational Overview/Survey**  
**How To/Case Study**  
**Research/Effectiveness**

Glickman, C. D. "Pushing School Reform to a New Edge: The Seven Ironies of School Empowerment," *Phi Delta Kappan* (September, 1990), 68–75.

### **Abstract**

Many schools and educators have taken up the challenge of pushing school reform to the edge, according to the author. Once there, they face the distinct danger of falling off. The author suggests seven ironies of school empowerment: (1) The more an empowered school improves, the more apparent it is that there is more to be improved. (2) The more an empowered school is recognized for its success, the more nonempowered schools criticize it. (3) The more an empowered school works collectively, the more individual differences and tensions among the staff members become obvious. (4) The more an empowered school becomes successful, the less the school becomes a practical model to be imitated by other schools. (5) The more a school becomes empowered, the more it hesitates to act. (6) The more an empowered school has to gain, the more it has to lose. (7) The more an empowered school resembles a democracy, the more it must justify its own existence to the most vocal proponents of democracy. The author does argue, however, that after a time empowered schools will achieve many of their goals. Equally important, the way in which people work together in empowered schools is a sign of what is possible for the new generation of students and educators.

### **Notes**

The author prefaces the discussion with comments about several schools with which he is working that are all attempting to implement site-based management. The article offers the practical reminder that empowerment of schools is never easy and the conviction that it is worth all the effort.

Subject: **Site-Based Management/Shared Decision Making**

Grade levels: **K-8**

Type(s): **How To/ Actual Situation**

Kessler, Robert, "Shared Decision Making Works!" *Educational Leadership* (September, 1992), 36-38.

### **Abstract**

The author describes how shared decision making has worked in a small northern California district. Beginning with restructuring efforts at the district level, Reed Union Elementary School District, in Tiburon, formed a well-balanced management team: seven teacher representatives, one classified representative, the district's three principals, the superintendent, and two board members. The team agreed to operate by consensus. The challenges were adapting to role changes; making time for frequent, lengthy team meetings; and clarifying the district's chain of command in legally required collective bargaining. The author summarizes five suggestions for shared decision making: involve board members, build trust, use a neutral facilitator, have honest and open communication, and be patient.



Subject: **Site-Based Management**

Grade levels: **High School**

Type(s): **How To**

Mazany, Terry. "The Principles and Practices of Site-Based Shared Decision Making," *California High School Network News*, March 24, 1995.

### **Abstract**

Change of the magnitude envisioned in *Second to None: A Vision of the New California High School* requires shared decision-making practices and decisions to be made closer to the student.<sup>1</sup> Without a system of shared decision making and site-based management, high school reforms will be difficult to sustain. Five key questions must be answered in creating a successful system: (1) Who makes the decisions about our system of site-based shared decision making? (2) What is the purpose of our system of site-based shared decision making? (3) What decisions are in the domain of site-based shared decision making? (4) What process is used to make site-based shared decisions? (5) How will we ensure that our decisions do no harm and benefit the common good?

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<sup>1</sup>*Second to None: A Vision of the New California High School*. Sacramento: California Department of Education, 1992.

Subject: **School-Based Management/Shared Decision Making**

Grade levels: **Kindergarten Through Grade Twelve**

Type(s): **How-To Model**

Monson, Michele Pahl, and Robert Monson. "Who Creates Curriculum? New Roles for Teachers," *Educational Leadership* (October, 1993), 19-21.

### **Abstract**

The authors ask key questions regarding individual and collective decision making related to curriculum. Who should decide what should be learned, how should it be learned, and how should the learning be assessed? Administrators and teachers must be clear about the purpose and the focus of decision making. The authors distinguish between individual and collective decision making, both of which are elements of an autonomous school system. A three-step process is offered in the decision making regarding a curriculum. Step 1 deals with the central purpose of the school and the desired learning outcomes for students. These decisions should be made collectively. Step 2 is also a collective decision-making element that addresses the strategies and standards for assessment, creates a system for reporting the results, and implements staff development. Step 3 outlines the individual elements of obtaining collectively agreed-on outcomes. Such elements involve learning strategies, themes, concepts, materials, and use of staff development.

### **Notes**

Meaningful staff development is a very important aspect for successful implementation and needs to be emphasized throughout the process.

Subject: **Shared Decision Making**  
Grade levels: **Kindergarten Through Grade Twelve**  
Type(s): **Research/Effectiveness**

Russell, John J.; Bruce S. Cooper; and Ruth B. Greenblatt. "How Do You Measure Shared Decision Making?" *Educational Leadership* (September, 1992), 39–40.

### **Abstract**

The authors describe a scale for measuring teacher involvement and participation. Eight dimensions of the decision-making process are assessed: goals/vision/mission, facilitating procedures and structures, curriculum/instruction, budgeting, staffing, staff development, operations, and standards. The authors use two of the eight dimensions as examples of how the scale works.

*Reviewer's caveat:* This article focuses on teacher involvement and participation in the decision-making process. School districts should not forget other key players in this process: school administrators, board members, parents, community representatives, and so forth.